

City of Springfield
Work Session Meeting

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY, JANUARY 26, 2004.

The City of Springfield council met in a work session in the Jesse Maine Room, 225 Fifth Street, Springfield, Oregon, on Monday, January 26, 2004 at 5:35 p.m., with Mayor Leiken presiding.

ATTENDANCE

Present were Mayor Leiken and Councilors Ballew, Woodrow, Lundberg, Fitch, Ralston, and Malloy. Also present were Assistant City Manager Cynthia Pappas, City Attorney Joe Leahy, City Recorder Amy Sowa and members of the staff.

1. Budget Committee Interviews.

Finance Director Bob Duey presented the staff report on this item. The Budget Committee has a vacancy in Ward 5 due to the December 31, 2003 term expiration of Daniel Bowie. Mr. Bowie has served only one term and is eligible to reapply. The person appointed will serve a three year term which will expire on December 31, 2006.

The Budget Committee has a vacancy in Ward 6 due to the December 31, 2003 term expiration of Roxie Cuellar. Ms. Cuellar has served only one term and is eligible to reapply. The person appointed will serve a three year term which will expire on December 31, 2006.

In response to news release dated September 26, October 20, November 7 and December 3, two applications have been received for the Ward 5 opening on the Budget Committee and one application for the Ward 6 opening.

The council is requested to interview two applicants for Ward 5 (Mr. Daniel S. Bowie and Mr. Fred B. Simmons) and one applicant for Ward 6 (Ms. Rita R. Castillo). The appointments are scheduled to be ratified at the Regular Session Meeting on February 2, 2004.

1) Council discussed the interview questions.

Council interviewed Daniel S. Bowie.

Council interviewed Fred B. Simmons.

Council interviewed Rita R. Castillo.

Council discussed the candidates interviewed during this work session. The recommendation was to appoint Daniel Bowie to the Budget Committee for Ward 5 and Rita Castillo to the Budget Committee for Ward 6. Appointments will be made at the February 2, 2004 Council Regular Meeting.

Mayor Leiken will contact the candidates to notify them of the council's decision.

Mr. Duey announced that Christine Larson has submitted her resignation for her Ward 1 position on the Budget Committee. He asked for council direction.

Council directed Mr. Duey to post for the Ward 1 Budget Committee Position.

2. 42nd Street at Westbound Highway 126 Ramp Intersection.

Traffic Engineer Brian Barnett presented the staff report on this item. The City received approval from the Lane County Board of Commissioners for a \$200,000 project at the 42nd Street/Highway 126 westbound ramp. The Board approval was part of the Capital Project Program (CaPP) funds. Transportation staff concludes that a traffic signal at the westbound ramp terminal is more appropriate than a roundabout. Additional traffic lanes may be constructed prior to and as a separate project from installation of a traffic signal. The ramp project is scheduled for summer of 2004.

Transportation staff analyzed intersection control alternatives to determine if a traffic signal or roundabout best services traffic needs at that location. The traffic signal uses the existing lane configuration of: one southbound lane, one through lane and one left turn lane northbound, and one right turn lane and one left turn lane eastbound. The roundabout has one approach and departure lane in each direction and one circulating lane. Construction cost for either intersection form is approximately \$165,000. No right-of-way is required for either intersection. The crash rate of the existing intersection is 0.46 crashes per million entering vehicles (MEV). This is considered an acceptable rate. Installation of a traffic signal is not likely to change the rate of crashes but the type of crashes should change from right angle collisions to rear end collisions. If a roundabout were installed a reduction in crash frequency of about 29% would be expected. Crash severity is likely to decline to a greater extent than the decline in frequency. The Level of Service (LOS) on opening day of a single lane roundabout or a traffic signal with existing lane use will meet the City standard of LOS D. Using 2021 traffic data projections, the roundabout has substandard LOS and the traffic signal has acceptable LOS provided a second northbound left turn lane is added. Traffic projected 18 years in to the future is not reliable enough to make project specific decisions today. The poor LOS of the roundabout in the future is due to a relatively uninterrupted northbound left turn flow preventing the southbound traffic from entering the roundabout. This situation could be remedied by installing a queue detector that turns on a signal that meters the northbound flow during the periods of extremely high flow. Ongoing study will determine how to best utilize the CaPP funds available from Lane County. Either additional lanes or a traffic signal will be constructed with the \$200,000 budget. Discussion with Oregon Department of Transportation is ongoing.

Mayor Leiken asked if this would have the design similar to that on Mohawk.

Mr. Barnett explained the design and the flow of the traffic.

Discussion was held regarding this work and future improvements at this location.

Councilor Ralston discussed the east bound traffic flow and another option.

3. Willamalane Park and Recreation Comprehensive Plan Update: Presentation and Review of Draft Plan.

Planner Kitti Gale presented the staff report on this item. At this work session, Willamalane staff will update the council on the Draft Park and Recreation Comprehensive Plan, and request that council review and comment on the draft plan. The updated plan will provide a framework for decision-making over the next 20 years. The active involvement of the city is critical in ensuring the adoption of the *Park and Recreation Comprehensive Plan* as a community wide vision for parks, recreation and open spaces, and as a refinement to the *Eugene-Springfield Metropolitan Area General Plan*. Willamalane Board adoption is scheduled for March 2004. Once Willamalane's Board of Directors has adopted the *Park and Recreation Comprehensive Plan*, it will be forwarded to the City Council for adoption.

Ms. Gale introduced Superintendent Bob Keefer, Planning Manager Greg Hyde and Park Planner Rebecca Gershow from Willamalane Parks and Recreation District.

Mr. Keefer thanked the council for allowing Willamalane staff to attend this evening. This has been a two-year process looking at the next 20 years for parks and recreation in Springfield. About 95 percent of the plan is complete. In November 2001, the City Council reviewed the work program and, as recommended by the Planning Commission, appointed a City Councilor to serve on the project's Citizen Advisory Committee (CAC). Councilor Ralston is the current representative on the CAC. Mr. Keefer discussed the input received from over 700 residents. This is a community plan with representation from the whole community of Springfield. Mr. Keefer said Willamalane will bring this back to council this summer and they would hope to have council's support to integrate this into the *Eugene-Springfield Metropolitan Area General Plan*.

Ms. Gershow said on October 21, 2002, Willamalane staff updated the City Council on the Plan's Community Needs Assessment, which included input from over 750 residents, as well as a technical analysis of parks and facilities, programs, and finances. Willamalane also developed a Community Profile, a Facility Assessment and a Program Assessment. The bulk of what they have worked on over the past year is the actual Plan Development. She referred to the recently completed *Draft Park and Recreation Comprehensive Plan* included in the agenda packet. It responds to identified community needs and provides strategies, actions, a capital improvement and operations plan, and performance measures to ensure the most effective use of community resources.

The Project Management Team, Technical Advisory Committee, Citizen Advisory Committee and Willamalane Board of Directors have already reviewed and provided input on the draft plan. In addition, Willamalane staff updated the Lane County Board of Commissioners on January 14 and the Springfield Planning Commission on January 21. There will be a public open house on the draft plan on January 28 from 4-7 pm at the Memorial Building Community Center, 765 A Street. The Willamalane Board of Directors will receive the final plan at their public hearing in the middle of March 2004. Willamalane will then return to the Planning Commission and the City Council to

ask for adoption as a refinement plan to the *Eugene-Springfield Metropolitan Area General Plan*.

Ms. Gershow presented a power point presentation on this project. She discussed the six basic pieces of this plan. The last piece, the needs assessment, is located in Appendix A in the draft plan. Tonight she would be highlighting the first five pieces of the plan: the Planning Framework; the Highlights of Improvement; the Strategies and Action; the CIP and Operations Plan; and the Performance Measures.

The Planning Framework is the piece that was developed with committees and the Willamalane Board to help develop and implement the plan. They developed fourteen core values, which are the services Willamalane is based on such as affordability, accessibility, teamwork, stewardship, environment, etc. They developed a vision summary, a mission statement, and fourteen different goals. The Planning Framework is on page 8 of the *Park and Recreation Comprehensive Plan* included in the agenda packet. After developing goals, strategies and actions were developed which are the bulk of the plan. They also developed performance measures, which are measurements of success.

Willamalane's vision summary states "We enhance quality of life in our community through people, parks and programs."

Willamalane's mission statement is "To provide exceptional park and recreation services that enhance the livability of our community and the lives of the people we serve."

Highlights of Improvement are summarized into eight strategies and actions. Those are 1) Partnerships; 2) School District/Willamalane Cooperation; 3) Park Development; 4) Community Center; 5) Natural Areas, Linear Parks and Trails; 6) Park and Facility Rehabilitation; 7) Recreation Services Plan; and 8) Park Maintenance and Operations. Ms. Gershow described each of these highlights as outlined on pages iii and iv in the *Park and Recreation Comprehensive Plan* included in the agenda packet.

Discussion was held regarding the current use of the Memorial Building and the possibility of relocating the community recreation center to another location. Mayor Leiken addressed the need for meeting space and asked if that was something being considered when looking at a new community recreation center.

Ms. Gershow said one of the key features of the community center that Willamalane's consultant emphasized was multi-use space.

Discussion was held regarding citizen opinion on possible bond issues to help facilitate some of these improvements and plans. Things have changed in the community over the last seven or eight years since they last went out for a bond measure. Mr. Keefer said the Memorial Building is at the end of its design life and they need to look at other options.

Ms. Gershow referred to maps on pages 25 through 28 in the *Park and Recreation Comprehensive Plan* included in the agenda packet. The map on page 25/26 shows the existing

and proposed park and recreation resources and the map on page 27/28 shows the existing, planned and proposed multi-use paths and bikeways. Ms. Gershow gave details related to each map. These maps show the key major acquisition and development projects. Willamalane has tried to keep this plan reality focused by developing a Capital Improvement Plan (CIP) for two phases. There are three phases of projects. The first two phases would fund about 50 percent of their proposed plans. Phase I, from 2004-2009, with the revenue remaining status quo would fund about \$6.7 million in improvement projects, most of which would be park development projects. Ms. Gershow referred to the *Park and Recreation Comprehensive Plan* pages 67 and 69 which give the CIP details. Phase II, from 2010-2015, includes \$16 million of projects including an \$11 million bond measure which would help fund the Community Recreation Center and a variety of other park development and acquisition projects. She outlined the percentage of funding in each area. If the bond was unsuccessful they would not proceed with all of the projects. Phase I and II capital costs would come to about \$22.9 million. All projects within this draft would cost approximately \$50 million to complete over the next 20 years. This gives a potential capital funding shortfall of about a \$27 million. She referred to page 70 which outlines more detailed lists. These options would not make up for the entire \$27 million shortfall, but would be a starting place for discussion in looking for other options for capital projects.

Ms. Gershow discussed the Operations Plan. If all Phase I projects were implemented, there would be an additional cost of \$137,000 at the end of that phase to maintain and update those new facilities. At the end of phase II, the additional operations cost would be approximately \$701,600. Highlighting maintenance and operations insures they are keeping up with these costs as they are developing. She discussed options for meeting additional operational costs including using more volunteers, lowering maintenance standards, and postponing development of new projects until additional funds are available.

Ms. Gershow said Performance Measures are linked to the Plan Goals. This is a way to evaluate plan implementation and guide for future planning. She gave examples of performance measures. Ms. Gershow concluded her presentation and asked council for questions or comments.

Mayor Leiken appreciated Ms. Gershow's comment that this is a living breathing plan. It is important as these plans are developed that they are able to grow and change. He complimented Willamalane for a great job in creating this plan. He discussed after school programs.

Mr. Keefer said this plan is more a parks and facilities plan than a recreation plan. They will bring the recreation plan to council at a later time. Willamalane does work now with the Springfield School District to provide after school programs and will continue to work with them in the future.

Councilor Ballew asked about the parks and open spaces in the *Eugene-Springfield Metropolitan Area General Plan* and how Willamalane and the City implement those plans.

Ms. Gershow said there is an intergovernmental agreement (IGA) between Willamalane Parks and Recreation District and the City of Springfield to implement Goal 8, which is parks and recreation. They do not implement Goal 5, which is natural resources, open space and preservation. She said Willamalane does have a number of natural area parks, where people can recreate in natural areas so there is some overlap.

Mr. Hyde said there is a recreation element in the *Eugene-Springfield Metropolitan Area General Plan* which contains some broad guiding policies for the metro area. The IGA between the city and Willamalane states that Willamalane will prepare a refinement plan which looks at the parks and recreation system. That is how they implement Goal 8. The city is responsible to the state for implementing all of its goals, but Goal 8 is delegated to Willamalane through this IGA.

Councilor Fitch acknowledged the time and effort put into this project. The response from citizens is impressive and makes this a document that can be living, breathing and growing with the community.

Councilor Lundberg said this was very well researched with a great deal of public comment. She is very pleased that it is going through the metro plan process. By doing so, it gives Willamalane recognition and opportunity. This will be a good thing for the city and the park district.

Councilor Ballew asked about self support of programs and if Willamalane anticipates they would have to make their programs more self-supportive.

Mr. Keefer said there is a balance between what they offer and what citizens can afford. He noted some of the regional significant facilities they have developed with the city's help. They do look at those figures and will have to make some decisions regarding this issue in the future.

Ms. Gershow said that citizens want the fees as low as possible, but consultants who work with communities all over the west coast say that Willamalane's fees are too low. The board wants the fees kept low, so there is a balance.

Councilor Malloy said it is important to consider developing their new community recreation center out at Willamalane Park. There are three schools within walking distance and that would be a great resource near those schools. He suggested looking at the needs of those schools when developing this facility.

Mayor Leiken announced the walls would be going up on the sports center next week. An anonymous donation of \$100,000 was given to Broadbase for this project.

Mr. Keefer said they have had a great partnership with the city and thanked the City Council and city staff for their efforts. He noted several projects when Willamalane and the city have partnered. Having a strong partner with the city is very beneficial when Willamalane applies for grants. He said we are community and that is what this project is all about. He appreciates the support from all of the community and the council.

4. Intergovernmental Agreement (IGA) Between City of Springfield and Willakenzie Fire District (WFD).

Assistant City Manager Cynthia Pappas and City Attorney Joe Leahy presented the staff report on this item. The City Council and the Willakenzie Rural Fire Protection District (WFD) Board members met on January 12 to discuss two outstanding issues in the intergovernmental agreement

(IGA). The two issues discussed were 1) governance; and 2) disposition of the lands and buildings. Both the City Council and the WFD Board agreed to discuss these two issues on their own and bring their recommendations to the negotiating team for final resolution.

The issue of governance and the transfer of city-owned Fire Stations and land have been addressed in further discussion with representatives of Willakenzie Fire District. The negotiating team lead by Councilor Fitch and including Mike Kelly, Cynthia Pappas, Joe Leahy, and Bob Duey met with Steve Cornacchia on January 21 to discuss these two issues. The governance issue was resolved by language suggested by Mr. Duey. This is additional language in the intergovernmental agreement (IGA) which describes the establishment of a Budget Committee. The negotiating team would recommend that additional language to council as resolution to the governance issue.

Mr. Leahy said there was good discussion on the real property and buildings. The council's concerns were conveyed to Mr. Cornacchia. To Mr. Cornacchia's credit and the WFD Board's credit, they brought forth a proposal that was within the instructions council had given the negotiating team. The negotiating team would recommend acceptance of that language as well. He summarized some of those changes. The city would make the repairs that are specified in Exhibit I of the IGA; the gender repairs required and the repairs necessary to keep the buildings workable and in decent, sanitary, safe condition. He described the options regarding the fire station on 5th and M Street as outlined in the IGA and referred to in Attachment A, page 1 included in the agenda packet. The remaining real property and buildings will be leased for \$1 a year as long as the District needs and utilizes the properties for fire station sites. The city would pledge to work with property owners and developers as the need for WFD to secure a new fire station site arises. The city is not obliged to buy such a site.

Councilor Ralston said he did not see any mention of transferring of title of the fire stations. Mr. Leahy said we are not going to transfer the title of any of the fire stations. Councilor Ralston asked about the district appointing the Budget Committee members and if that is what council had agreed upon.

Mr. Leahy said that is by law.

Councilor Ralston said he understood that council could make recommendations.

Mr. Leahy said council could make recommendations, but the WFD Board would be making the appointments.

Councilor Ralston asked if there was language regarding the proportional number.

Mr. Leahy said there is not. It is not a requirement of state law.

Councilor Malloy asked how council would determine which of the three choices regarding the fire station on 5th and M Streets would be appropriate.

Mr. Leahy said it would be whichever council agreed upon. He went over the options and how council would proceed once the WFD requested an action on this property.

Ms. Pappas said the IGA would be coming to council on February 2, 2004 for formal adoption. The Lane County Boundary Commission meeting is scheduled for Thursday, February 5 at 7:00pm in the Eugene City Council Chambers.

ADJOURNMENT

The meeting was adjourned at 7:22 pm.

Minutes Recorder – Amy Sowa

Sidney W. Leiken
Mayor

Attest:

Amy Sowa
City Recorder